

## Calendar No. 321

106TH CONGRESS }  
*1st Session* }

SENATE

{ REPORT  
106-187

### GETTYSBURG NATIONAL MILITARY PARK

---

OCTOBER 14, 1999.—Ordered to be printed

---

Mr. MURKOWSKI, from the Committee on Energy and Natural Resources, submitted the following

### REPORT

[To accompany S. 1324]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 1324) to expand the boundaries of the Gettysburg National Military Park to include the Wills House, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

#### PURPOSE OF THE MEASURE

The purpose of S. 1324, as ordered reported, is to expand the boundaries of Gettysburg National Military Park to include the Wills House in the borough of Gettysburg, Pennsylvania.

#### BACKGROUND AND NEED

The Wills House, in the heart of the Borough of Gettysburg, is the home where Abraham Lincoln stayed on the eve of delivering his Gettysburg Address at the dedication of the Soldiers' National Cemetery on November 19, 1863. It was at this house where Lincoln made the final edits to his speech that is considered by many as one of the important pieces of oratory in the history of the United States.

David Wills, President Lincoln's host, was instrumental in the creation of the national cemetery and led early preservation efforts of the Gettysburg Battlefield.

The house is owned by the nonprofit Eisenhower Society. The first floor is used as commercial space and its upper floors contain a Lincoln museum. The Society has offered to sell the property to the National Park Service. The Society is no longer able to incur the costs necessary to operate and maintain the museum.

The 1990 National Park Service “Historic Pathways Plan” for the Borough of Gettysburg recommended the house be the primary site for the interpretation of the role the borough played in the battle and its aftermath. The park’s recent general management plan (GMP) reiterates the importance of the Wills House. Acquisition of the property would help fulfill the park’s mandate to interpret the Battle of Gettysburg in the lower context of the Civil War and American History. It would also provide the National Park Service with a physical presence in the center of town.

The park has sufficient land acquisition funds available to acquire the property. According to the GMP, restoration and rehabilitation estimates total between \$2.5 and \$3 million. Annual operating costs would be about \$350,000 to \$400,000.

#### LEGISLATIVE HISTORY

S. 1324 was introduced by Senator Santorum on July 1, 1999. The Subcommittee on National Parks, Historic Preservation and Recreation held a hearing on S. 1324 on July 29, 1999.

At its business meeting on September 22, 1999, the Committee on Energy and Natural Resources ordered S. 1324, favorably reported, without amendment.

#### COMMITTEE RECOMMENDATION

The Committee on Energy and Natural Resources, in open business session on September 22, 1999, by a unanimous voice vote of a quorum present, recommends that the Senate pass S. 1324.

#### SECTION-BY-SECTION ANALYSIS

*Section 1* amends section 1 of Public Law 101–377, “An Act to revise the boundary of the Gettysburg National Military Park in the Commonwealth of Pennsylvania and for other purposes”, to include the Wills House property in the Borough of Gettysburg, identified as Tract PO2–1 on a map entitled “Gettysburg National Military Park” and numbered MARO 305/80,011, Segment 2, dated April 1981, and revised May 14, 1999.

*Section 2* amends section 2 of Public Law 101–377 to make conforming changes to reference in section 1.

#### COST AND BUDGETARY CONSIDERATIONS

The following estimate of costs of this measure has been provided by the Congressional Budget Office:

*S. 1324—A bill to expand the boundaries of the Gettysburg National Military Park to include the Wills House*

Assuming appropriations of the necessary amounts, CBO estimates that implementing S. 1324 would cost the federal government about \$4 million over the 2000–2004 period. The bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply. S. 1324 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would have no significant impact on the budgets of state, local, or tribal governments.

S. 1324 would expand the boundaries of the Gettysburg National Military Park in Pennsylvania to include the Wills House, a building located outside of the park in the borough of Gettysburg.

Based on information provided by the National Park Service (NPS) and assuming appropriation of the necessary amounts, CBO estimates that the federal government would spend about \$3 million over the next three of four years to acquire and renovate the Wills House and to develop appropriate interpretive exhibits. In addition, the NPS would spend between \$100,000 and \$400,000 annually beginning in fiscal year 2000 to operate the site. Operating expenses after fiscal year 2004 would be about \$400,000 annually.

On September 10, 1999, CBO prepared a cost estimate for H.R. 2435, a bill to expand the boundaries of the Gettysburg National Military Park to include the Wills House. H.R. 2435 was ordered reported by the House Committee on Resources on August 4, 1999. The two bills, and the two estimates, are identical.

The CBO staff contact is Deborah Reis. This estimate was approved by Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

#### REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 1324. The bill is not a regulatory measure in the sense of imposing Government-established standards of significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from enactment of S. 1324, as ordered reported.

#### EXECUTIVE COMMUNICATIONS

On July 29, 1999, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth executive views on S. 1324. These reports had not been received at the time the report on S. 1324 was filed. When the reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the National Park Service at the Subcommittee hearing follows:

STATEMENT OF DENIS P. GALVIN, DEPUTY DIRECTOR,  
NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, thank you for the opportunity to appear before the subcommittee and to present the views of the Department of the Interior on S. 1324, a bill to expand the boundaries of the Gettysburg National Military Park to include the Wills House. The Department of the Interior supports enactment of this legislation.

Gettysburg National Military Park is the nationally significant site of the Civil War Battle of Gettysburg and the

Soldier's National Cemetery. The Battle of Gettysburg lessened the Confederacy's ability to successfully wage war and contributed to the ultimate preservation of the United States. Abraham Lincoln delivered his Gettysburg Address at the dedication of the Soldiers' National Cemetery and heightened Americans' sense of the meaning and importance of the Civil War.

The park encompasses 5,900 acres of terrain upon which most of the battle occurred. It contains more than 1,700 monuments and cannon placed by the battle's survivors to commemorate their comrades who fell in battle. The park also owns collections of 38,000 artifacts and 350,000 printed texts, historic photographs and other archival documents. The largest and one of the most significant objects in the collection is the cyclorama painting, the "Battle of Gettysburg". Together, the land, monuments, archival collection, and the cyclorama painting, represent a remarkable resource that can tell the compelling story of this important time in America's history.

The National Park Service's mission at Gettysburg National Military Park is to preserve and protect the resources associated with the Battle of Gettysburg and the Soldier's National Cemetery, and to provide an understanding of the events that occurred there within the context of American History.

In April 1997, the National Park Service (NPS) began the planning for a new General Management Plan/Environmental Impact Statement (GMP/EIS) to replace the park's outdated 1982 GMP. Working with the public, NPS established four goals for the GMP:

The land and resources of Gettysburg NMP are protected, rehabilitated and maintained.

Visitors understand and appreciate the significant events associated with the Gettysburg Campaign and its impact on the development of the nation.

Visitors safely enjoy high-quality and accessible educational experiences.

Public and private entities understand the park's mission and act cooperatively to protect and interpret the park and other resources related to the Gettysburg Campaign and its commemoration.

As a part of the process, NPS held public scoping meetings, workshops and focus group meetings; prepared and presented new mapping and resource work to explain the 1863 battle landscape and the changes it had undergone; and evaluated 5 preliminary concepts. Because of public comment, a sixth combined concept was developed. This combined concept eventually became NPS' preferred alternative.

In August 1998, Gettysburg National Military Park released a draft General Management Plan/Environmental Impact Statement presenting four alternatives for future management of the Gettysburg battlefield, setting the basic philosophy and broad guidance for management deci-

sions that affect the park's resources and the visitor's experience. The draft GMP/EIS included a preferred alternative derived from public comments on the preliminary concepts.

The preferred alternative in the draft GMP/EIS includes a suite of actions to improve resource protection and interpretation at the park. In the battle action areas of the park, the preferred alternative would include rehabilitation of the large-scale landscape elements present during the battle—the pattern of woods and open fields, and the system of lanes over which troops traveled. It also proposes the rehabilitation of small-scale landscape elements—fences, woodlots, orchards and other features—that were significant to the outcome of the battle. The preferred alternative would provide for the rehabilitation of the major historic features and circulation at the Soldiers' National Cemetery.

In addition to the measures within the park, the preferred alternative proposed many measures to partner with the Borough of Gettysburg and other interested parties, to improve protection and interpretation of the battlefield-related resources of historic downtown Gettysburg including:

Adding downtown Gettysburg to the park's auto tour brochure as the "fourth day" of the battle. Since the great majority of the park's visitors tour the battlefield using the brochure, including the Borough of Gettysburg as an element on the tour has the potential to greatly increase tourism in the area.

Expanding the historic pathway and related interpretive media and programs to encompass a greater portion of the historic town.

Cooperating with local entities to preserve, rehabilitate and interpret the Lincoln Train Station.

Establishing an NPS presence downtown at the Wills House to ensure that the story of the town and its non-combatants is properly presented and interpreted.

Developing, in coordination with local entities, an active menu of programs, interpretation, living history and tours to educate visitors about the town's role in the battle, its aftermath and the preservation of the battlefield.

Providing information about the town and site interpreting the Gettysburg Battle and its aftermath in the park visitor center.

Working with the community and private entities to provide regular shuttle service between the Visitor Center/Museum and downtown Gettysburg.

In June 1999, the NPS released its final General Management Plan/Environmental Impact Statement for Gettysburg NMP, which includes all the above recommendations pertaining to downtown Gettysburg.

S. 1324 would amend Public Law 101-377, the comprehensive boundary legislation for Gettysburg National Military Park, by expanding the boundary of the park to include the Wills House in the Borough of Gettysburg. The Wills House is the home where Abraham Lincoln stayed on the eve of delivering his Gettysburg Address at the dedication of the Soldiers' National Cemetery at Gettysburg on November 19, 1863. David Wills, President Lincoln's host in Gettysburg, was instrumental in the creation of the Soldiers' National Cemetery and early preservation efforts of the Gettysburg Battlefield. The Soldiers' National Cemetery was the first national cemetery established to honor U.S. veterans. It was at the Wills home where Lincoln made the final edits to one of the most important speeches in United States history.

The Wills House, located in the heart of the Borough of Gettysburg, is currently owned by a non-profit organization, the Eisenhower Society. The house's first floor is used as commercial space and its upper floors contain a Lincoln museum. The Eisenhower Society operates the museum. The Society has approached the National Park Service with an offer to sell the property to the National Park Service so the property may become a part of Gettysburg National Military Park. The Society is no longer able to incur the costs necessary to operate and maintain the museum. They are a willing seller and support the addition of the property to the park.

In 1990 the National Park Service developed the Historic Pathways for the Borough of Gettysburg. The plan recommended that the Wills House be the site for the primary interpretation of the role the Borough of Gettysburg played in the battle and its aftermath. Gettysburg National Military Park's recently approved general management plan reiterates the importance of the Wills House for interpreting the significant role of Gettysburg and its citizens in the battle, its aftermath and its commemoration.

Acquisition by the National Park Service would provide the park with an unparalleled opportunity to fulfill the park's legislated mandate to interpret the "Battle of Gettysburg in the larger context of the Civil War and American History . . . including the causes and the consequences of the Civil War. . . ." Acquisition would also provide the National Park Service an important physical presence in the center of the Borough of Gettysburg. Such a presence is critical to providing visitors a better understanding of how the battle and its aftermath influenced the town and were influenced by the town.

In the park's general management plan it is estimated that restoration and rehabilitation of the Wills House for use as a year-round interpretive center to include the Lincoln Museum and fabricate and install new exhibits will cost between \$2.5 and \$3 million. Annual operation costs are estimated at approximately \$350,000 to \$400,000 including staffing and utility costs. Acquisition costs are esti-

mated to range from \$520,000 to \$600,000. Acquisition and restoration would be subject to the availability of funding and National Park Service priorities.

We thank the committee for taking up this important piece of legislation. Acquisition and rehabilitation of the Wills House is an important factor in implementing the parks' general management plan. It is a major investment in the Borough of Gettysburg that the National Park Service believes is a key to bringing the community and the park together in telling the story of Gettysburg.

This completes my statement. I will be happy to answer questions which you or members of the committee may have.

#### CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law by the bill S. 1324, as ordered reported, are shown as follows (existing law proposed to be omitted in enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

(Public Law 101-377, August 17, 1990)

SEC. 1(a). \* \* \*

\* \* \* \* \*

(b) *ADDITIONAL LAND.*—*In addition to the land identified in subsection (a), the park shall also include the property commonly known as the Wills House located in the borough of Gettysburg and identified as Tract PO2-1 on the map entitled "Gettysburg National Military Park" numbered MARO 305/80,011 Segment 2, and dated April 11, 1981, revised May 14, 1999.*

[(b)] (c) **LANDS EXCLUDED FROM THE PARK.**—Lands and interests in lands outside of the boundary so depicted as "Park Boundary" on the [map referred to in subsection (a)] *maps referred to in subsections (a) and (b)* are hereby excluded from the park and shall be disposed of in accordance with provisions of section 2(c).

SEC. 2(a). \* \* \*

\* \* \* \* \*

(c) **CONVEYANCE OF LANDS EXCLUDED FROM PARK.**—(1) The Secretary is authorized, in accordance with applicable existing law, to exchange Federal lands and interests excluded from the park pursuant to section [(1b)] (1c) for the purpose of acquiring lands within the park boundary.

\* \* \* \* \*

(d) **RELINQUISHMENT OF LEGISLATIVE JURISDICTION TO PENNSYLVANIA.**—With respect to any lands over which the United States exercises exclusive or concurrent legislative jurisdiction and which are excluded from the park pursuant to section [(1b)] (1c), the Secretary may relinquish to the State of Pennsylvania such exclusive or concurrent jurisdiction by filing with the Governor a notice of re-

linquishment to take effect upon acceptance thereof, unless otherwise provided by the laws of the State.

\* \* \* \* \*

